SETTLEMENT AND DEVELOPMENT TRENDS IN THE R.M. OF STE. ANNE

Background Report to the
Development Plan

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Steinbach, Manitoba
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A. INTRODUCTION

The Rural Municipality of Ste. Anne is one of the fastest growing municipalities in the south-eastern region of the province. It is under pressure for residential development from people who work in the City of Winnipeg and the Town of Steinbach and want to live in a rural setting as well as locals who require additional housing. The highway connections from the Ste. Anne area to Winnipeg are very good and are conducive to commuter traffic. Although generally an agricultural community, some places within the municipality are suited to rural residential development by their physical nature. Agricultural soils on the west side of Ste. Anne deteriorate to sand on the east side with the Seine River traversing the municipality.

Numerous requests for subdivision of land in Ste. Anne have been received with residential lots being proposed in areas which are deemed in conflict with resource industries including agriculture. The province has stepped in and indicated their concern that a Development Plan be prepared for the municipality to act as a guide for judging future development proposals and promote the orderly growth of the community.

The R.M. of Ste. Anne entered into such a planning exercise around 1979 with a Basic Planning Statement being drafted. The document, however, was never fully adopted. This background study is the first step in the second round of the process, 10 years later. Following acceptance of this study which provides background data on development trends and statistical information, a Development Plan will be prepared. A municipal land use development plan normally includes policies to cover the following:

- establish broad patterns of land use
- social economic and program-oriented objectives
- conservation of natural resources, the investigation of possible alternate land uses and the capability of the land to support them
- assessment of municipal infrastructure
- a capital works budget to define priority spending areas
- to incorporate citizen participation in the planning process

Following the preparation and adoption of the Development Plan, a zoning by-law will be completed to provide a tool for implementing the policies stated in the plan.

In addition to this background study, other government departments and agencies have prepared detailed reports on their separate subject areas. Although some of their conclusions have been included here, the respective reports should be consulted for further clarification.

B. DESCRIPTION OF RURAL AREA

1. Location

The Rural Municipality of Ste. Anne is located approximately 50 km.southeast of Winnipeg and occupies 464 square kilometres in area. It is bounded by the R.M. of Tache to the north and west, the R.M.'s of Hanover and La Broquerie to the south, and the L.G.D. of Reynolds to the east. The municipality is traversed by the Trans-Canada Highway #1, from west-east and Provincial trunk Highway #12 north-south. (See Map 1) The Seine River flows through the area on its route from southern Manitoba to empty into the Red River in Winnipeg. Ste. Anne is generally characterized by its agricultural base with the exceptions of the Village of Ste. Anne*, U.V.D. of Richer and the hamlets of Giroux and Greenland which form urban concentrations. Agricultural production consists mainly of cereal grains, specialty crops, dairying, poultry, cattle and hogs with some market gardening found in the vicinity of the Seine River.

Climate in this area is clasified as "continental" which means that the summers are generally short and cool, and the winters long and cold. The growing season, however, is able to accomodate at least 1 crop rotation for most grains. During the past few years, farmers have had to cope with extremes in weather on the prairies, especially last year's drought conditions.

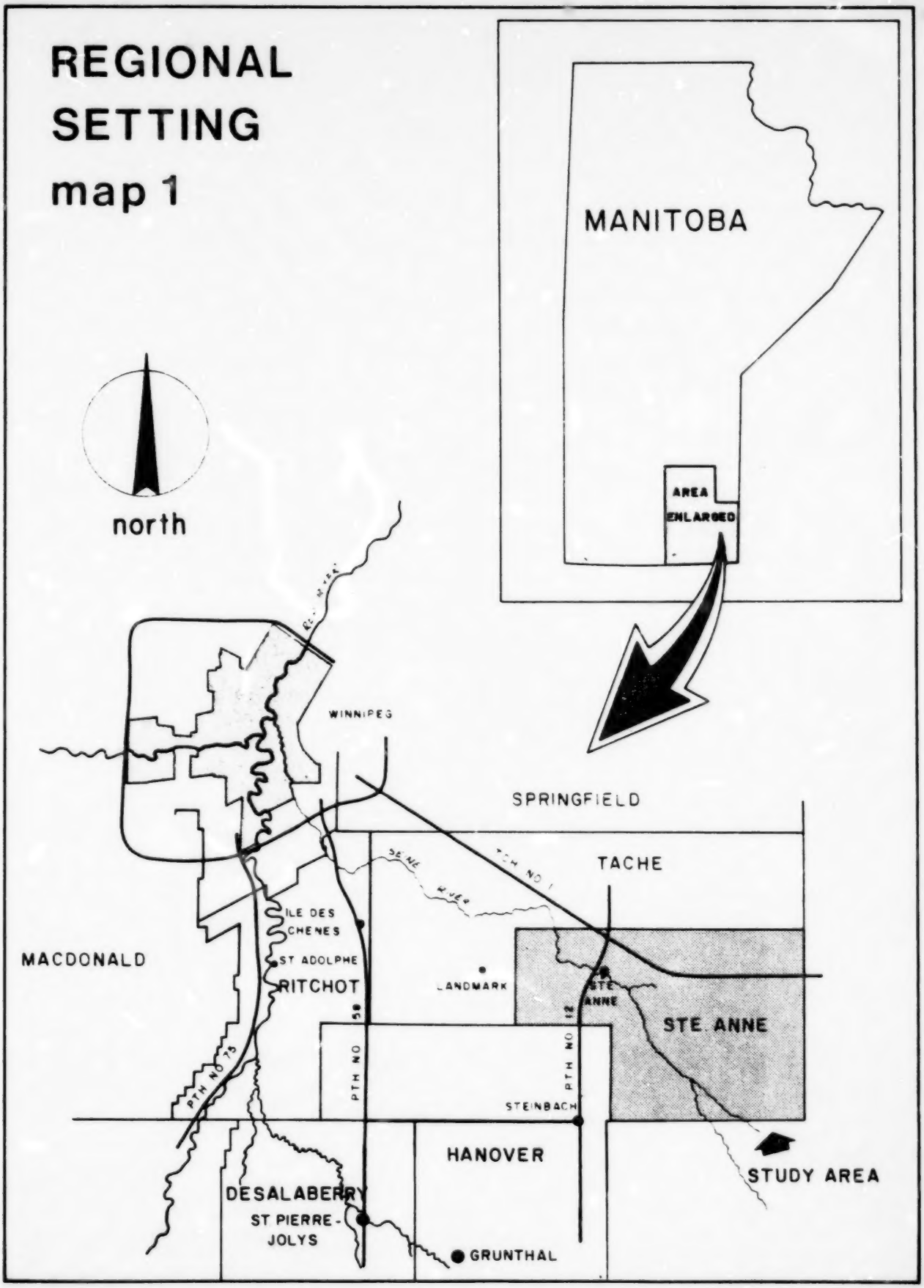
2. Political Structure

The R.M. of Ste. Anne was incorporated in 1908 and is currently divided into six wards. Ward 1 covers the most southeastern portion of the municipality and occupies the largest area of land. Ward 2 is situated in the southwestern part of Ste. Anne near the Town of Steinbach and contains all of the hamlet of Giroux. Ward 3 stradddles Trans Canada Highway #1 in the northeastern sector of the municipality and includes the U.V.D. of Richer. Ward 5 makes up the entire western part of Ste. Anne while Wards 4 and 6 are centrally located east of the Village of Ste. Anne. The ward boundaries are shown on Map 2

*The Village of Ste. Anne is excluded from this study.

REGIONAL SETTING

map 1



3. Physiographic Features

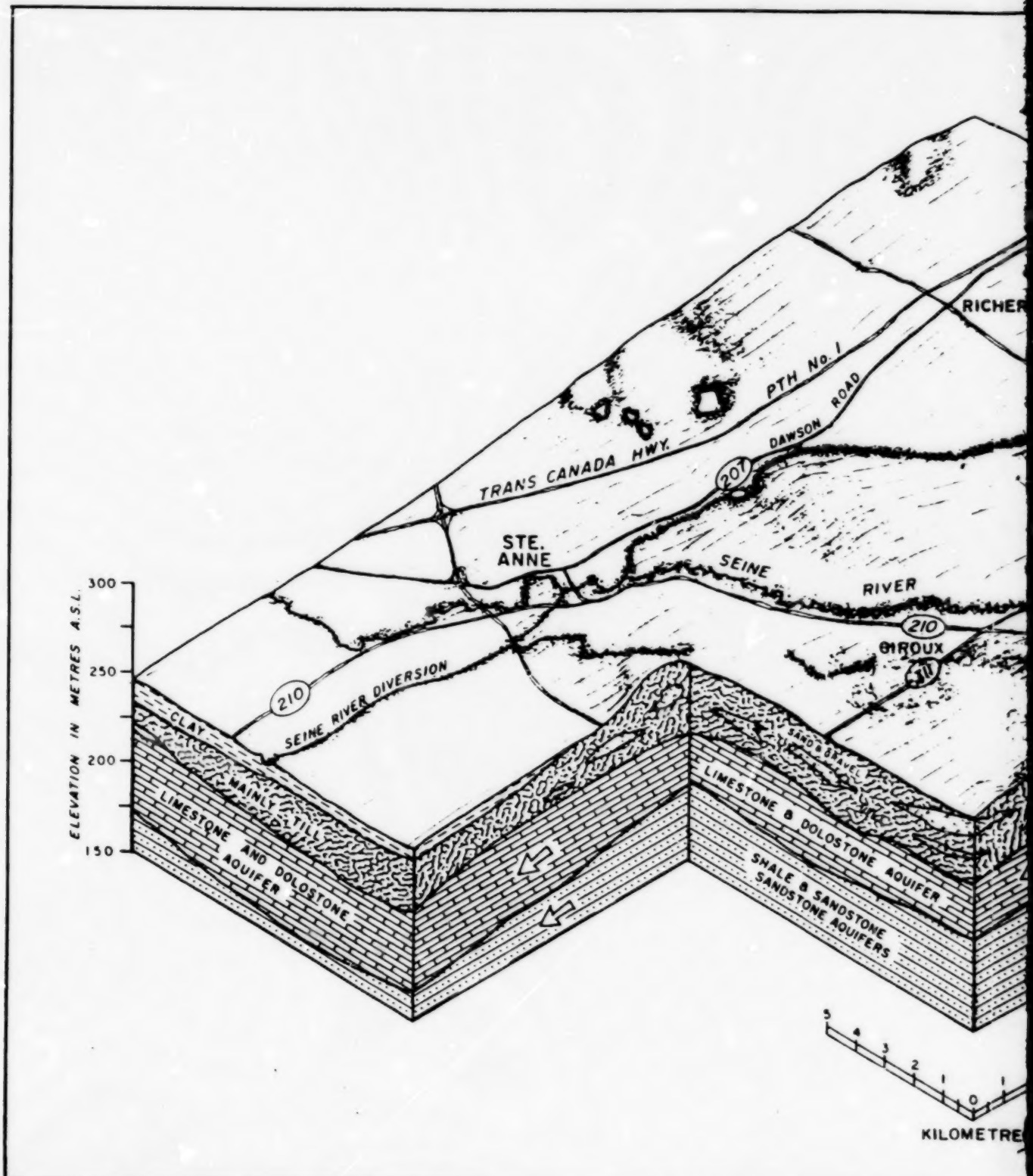
The land base in the R.M. of Ste. Anne was formed by glacial activity which began at least 21,000 years before present. The underlying geological make-up of the land is classified into two regions - the Red River Lowland and the Lake Terrace Plain. The Red River Lowlands are a flat area comprised mainly of clay resulting from thick accumulations of pre-glacial lake sediments. The Lake Terrace Plain features a gently rolling landscape comprised mostly of glacial deposits overlain by organic material and remnants of pre-glacial sediments.

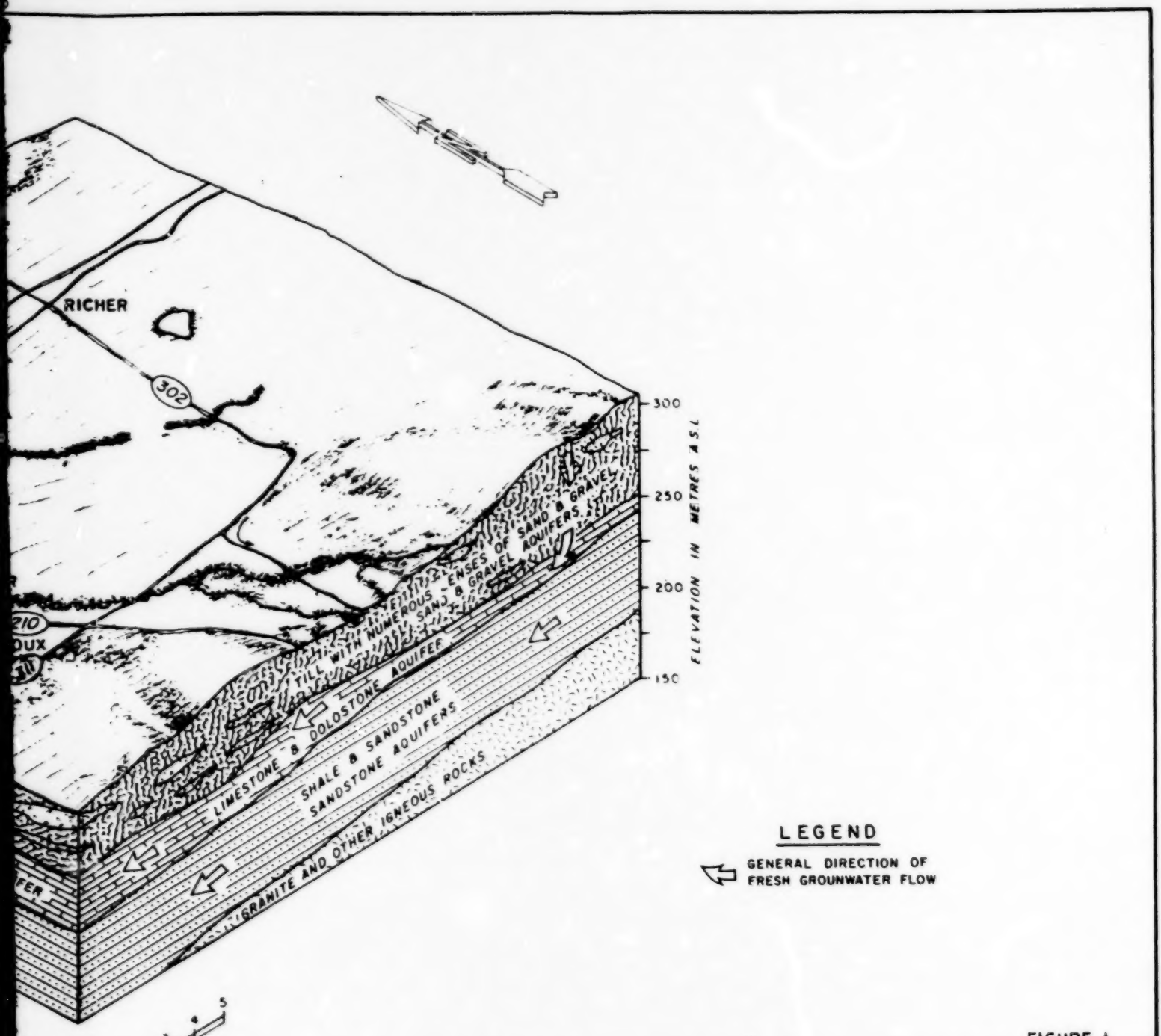
The most recent glacial activity in this area resulted in the formation of Lake Agassiz which at one time occupied the majority of what is now known as Manitoba. The lake gradually drained and had completely disappeared by approximately 800 years ago. Lake Agassiz drained in stages leaving beach ridge lines which are evident in the R.M. of Ste. Anne . These ridges are generally composed of well-sorted, horizontal beds of sand and gravel in long, narrow strips. They generally reap only small quantities of gravel resources and have essentially been depleted in the area.

Glaciofluvial deposits are those which resulted from streams which flowed under glaciers. They yield larger and better quality gravel resources for mining than the beach ridges and are found at scattered locations throughout the municipality. Figure 1 shows the underlying hydrogeology of the R.M. of Ste. Anne and the strata of glacial deposits.

4. Demographics

Population in the R.M. of Ste. Anne increased from 1921-1941 then fluctuated up and down until 1963 when a dramatic decline was evident as a result of the incorporation of Village of Ste. Anne. Since the 1960's the population has continued to increase and reached 3369 persons in 1986. (See Table 1 and Figure 2). Most of the population is concentrated in the central region of the municipality (Wards 2, 4 and 6) in Townships 7 and 8-7E. The Statistics Canada Census Enumeration Area which approximately defines this area (EA#154) recorded a population figure of 1151 persons in 1986. This area alone accounts for 34% of the total population in the municipality.


RICHER
PTH No. 1
TRANS CANADA HWY.
DAWSON ROAD
20
STE. ANNE
SEINE RIVER
210
GIROUX
SEINE RIVER DIVERSION
ELEVATION IN METRES A.S.L.
300
250
200
150
CLAY
MAINLY TILL
LIMESTONE AND DOLOSTONE AQUIFER
SAND & GRAVEL
LIMESTONE & DOLOSTONE AQUIFER
SHALE & SANDSTONE SANDSTONE AQUIFERS
5
4
3
2
1
0
KILOMETRE



LEGEND

GENERAL DIRECTION OF FRESH GROUNWATER FLOW

FIGURE 1

DRAWN F.B.R	Manitoba Natural Resources	R.M. OF STE. ANNE
CHECKED	Water Resources	GENERAL HYDROGEOLOGY
PREPARED M. Rutulis	SUBMITTED	APPROVED
SCALE AS SHOWN	DATE 88 08 03	SHEET OF
FILE NO 10-1-7-1236		

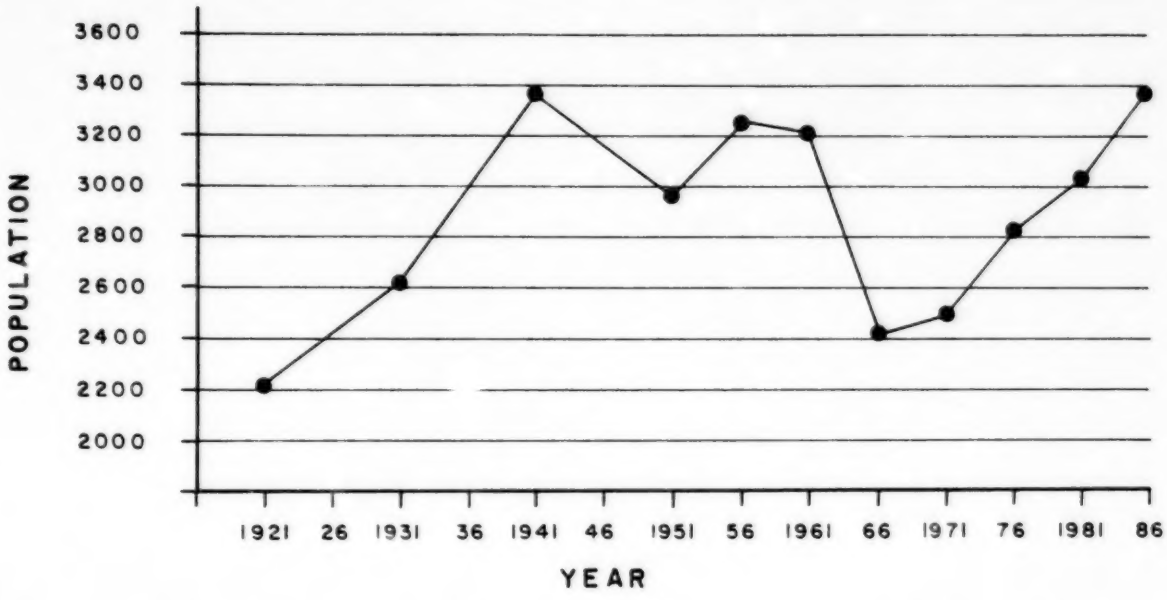


FIGURE 2 POPULATION GROWTH - R.M. OF STE. ANNE

SOURCE: STATISTICS CANADA

Table 1: Population Structure, 1986 (%)

Age Group	Male	Female
0-4	4.4	4.6
5-9	5.6	5.6
10-14	5.2	5.6
15-19	4.6	4.6
20-24	4.4	3.3
25-34	7.8	7.8
35-44	7.4	7.4
45-54	4.6	4.2
55-64	3.2	3.2
65-74	2.4	1.8
75+	1.3	1.2
	50.9	49.3

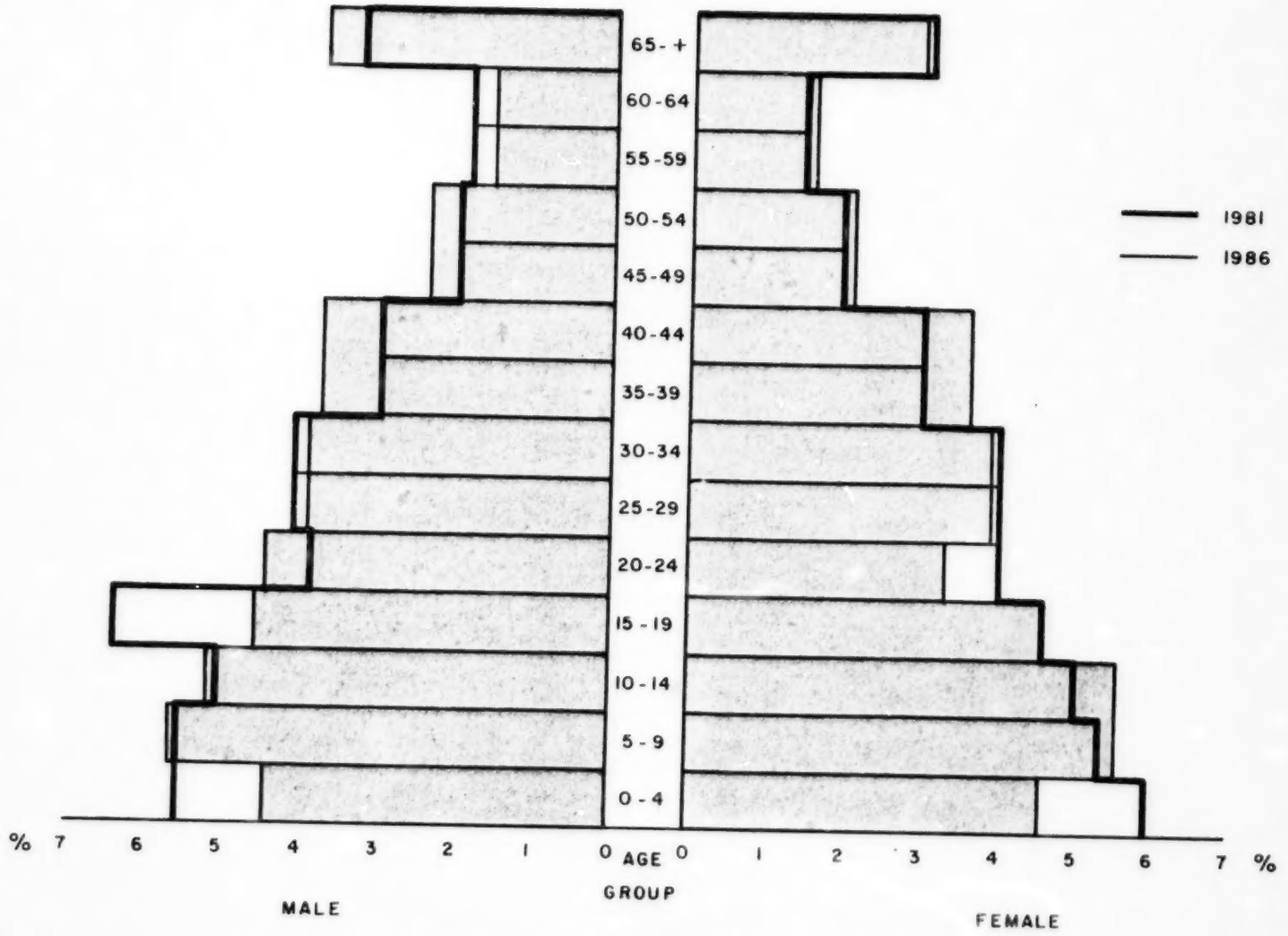


Figure 3: POPULATION BY AGE AND SEX, 1981 AND 1986

SOURCE: STATISTICS CANADA

The age-sex composition of the municipality's population is shown in Figure 3 symbolized in a population pyramid. The pyramid is structured to show the number of people in each age group as a percentage of the total population. This provides a visual analysis of the age structure and where the majority of the population lies. The R.M. of Ste. Anne exhibits a "beehive-shaped" pyramid with 45.6% of the population situated in the working age categories between the ages of 25 and 64. The elderly population shows up as a skew on the pyramid totalling 6.7% of the population. This figure will continue to increase rapidly as the working group ages. The number of people under 24 years is higher in the R.M. of Ste. Anne in comparison with urban places totally 47.9% of the population. This is not unusual as rural areas tend to have larger families and therefore a higher number of persons/household than cities. (The average number of persons/family and persons/household is shown in Table 3).

Table 2: Farm/Non-Farm Population

	1971	1976	1981	1986
TOTAL population	2498	2829	3035	3369
Farm Population 1	1322	922	923	895
Non-Farm Population	1176	1907	2112	2474
Farm Population as a Percentage of Total Population	53%	32.6%	30.4%	26.6%

NOTES

1. farm population - refers to all persons living in rural areas who are members of the households of farm operators living on their farms fro any length of time during the 12-month period prior to the census
   *(prior to the 1981 cenus, farm population was defined as all persons living in rural areas in dwellings situated on census farms)

2. non-farm population - refers to all persons living in rural areas who are not members of the households of farm operators living on their farms for any length of time during the 12-month period prior to the census
   *(prior to the 1981 census, non-farm population was defined as all persons living in rural areas in dwellings other than those situated on census farms)

Source: Statistics Canada

In a rural municipality like the R.M. of Ste. Anne, the population can also be divided into farm and non-farm as shown in Table 2. This table also presents the farm population (defined in footnote #1) as a percentage of the total population. A trend has evidenced itself whereby in 1971, the farm and non-farm population was almost equal with 53% of the total population being farmers. Since then, however, in 1986, the non-farm population has grown significantly and the farm population has dropped to 26.6%. Now the majority of the municipality's population is non-farm (approximately 75%).

Family and household sizes are shown in Table 3. The R.M. of Ste. Anne's levels in both average number of persons/family and persons/household are higher than the Manitoba norm and both indicators have been declining since 1971.

Table 3: Change in Family and Household Sizes

Year	Average Number of Persons/Household		Average Number of Persons/Family	
	RM Ste. Anne	Manitoba	RM Ste. Anne	Manitoba
1971	4.5	3.3	4.3	3.63
1976	4.0	3.0	4.2	3.4
1981	3.7	2.8	3.9	3.2
1986	3.6	2.7	3.8	3.2

Source: Statistics Canada

5. School Enrollment

Students in the R.M. of Ste. Anne attend schools located in the Village of Ste. Anne, Richer, Landmark, Blumenort and Steinbach. Both the Hanover and Seine River School Divisions cover the area but the Hanover Division does not administer any schools within the R.M. of Ste. Anne. Expansions are planned for the 3 Ste. Anne schools and a request for a new K-12 school in the Village has been approved. The village schools will be utilizing six mobile school huts. Richer School will install 1 hut to accomodate the expanding Immersion program to no building expansion of the existing school is anticipated. Student enrollment figures are shown in Table 4 for the Richer and Ste. Anne schools. Many of the these students are bussed in from rural areas.

Table 4: School Enrollment, 1980-1987

	Richer School		Ste. Anne Schools		
	K-9 English	K-5 Immersion	K-12 English	*K-12 Francais	K-9 Immersion
1980	252	54	314	300	66
1981	232	65	318	297	84
1982	234	30	322	301	96
1983	250	41	312	317	125
1984	235	49	286	316	160
1985	219	63	311	305	175
1986	211	77	291	309	190
1987	214	77	339	312	220

*Pointe des Chenes School
Source: Seine River School Division

C. RURAL LAND USE AND DEVELOPMENT TRENDS

1. History of Settlement

In historical terms, occupation of the land is the R.M. of Ste. Anne was largely a result of the development of the Red River Settlement centred at the junction of the Red and Assiniboine Rivers where Winnipeg now exists. The Red River Settlement was established around 1811 to function mainly an a administration and distribution centre for the Hudson's Bay Company. The Company had constructed forts at Upper and Lower Fort Garry for this purpose. The surrounding areas were populated by the Metis and the Sioux who set up series of long, narrow river lots along the Seine, Red, and Assinibone Rivers in the 1850's. Churches and parishes were established in the area as a result of the strongly French influence. The main communication link between the Red River Settlement and the lakehead was the Dawson Trail which was constructed through the R.M. of Ste. Anne around 1868. Constant traffic along this route brought immigrants to the west and a permanent settlement emerged at Ste. Anne -des- Chenes in 1870.

The establishment of Giroux centred around the post office which was constructed in 1884. The Canadian National Railway placed their line through the community in 1898 marking its importance as a shipping and distribution point. Up until this time, the station name had been Steinbach. Giroux was named after Rev. L.R. Giroux who was a priest in the Parish of Ste. Anne.

2. Agricultural Land Use Trends

The R.M. of Ste. Anne is situated in a highly productive agricultural area of the province surrounded on three sides by prime agricultural land and on the fourth by forest cover. The municipality also lies within short commuting distance of the City of Winnipeg and the Town of Steinbach and has, for the past 20 years, been experiencing development pressure for rural residential sites and other non-farm development. This has had a generally negative impact on the farm community and has brought about the need for controlled development to lessen conflicts between two competing land uses. More detail on these trends is given in the following discussion.

The dominance of the agricultural industry as the major land use in the R.M. of Ste. Anne is undisputed and is a result of the good growing season, climate and soils in the area. The industry, however, is not confined to any one activity as grain cropping, pasturing, livestock operations, and market gardens can be found in the municipality. Agricultural patterns generally follow the soil types in the area with the grain farming occurring on the clayey, silty soils at the western end of the municipality which are classified as Class 2-4 soils under the Canada Land Inventory System (C.L.I. Index), and livestock operations generally existing on lower class soils in the central and eastern portions of the rural municipality. (Definitions of the Canada Land Inventory classes can be found in Appendix "A"). A large part of the eastern portion of Ste. Anne is made up of organic, swampy soils which are seasonally flooded and have no agricultural capability. The municipality exhibits a range of soil types from clay to bog with no Class 1 (prime agricultural) soils in existence. Map 3, Generalized Soil Capability for Agriculture, shows the transition from the good soils in the northwest to the boggy soils in the east with a ridge of stony, partially sandy soils in the central portion of the municipality both west and east of the Seine River. Some market gardening in raspberry farms has arisen on the poorer soils to the east but this has been limited. Also a peat moss mining operation has been established in the central part of the municipality.

Since 1971, the number of farms in the R.M. of Ste. Anne has generally been declining as shown in Figure 4. Average farm size on the other hand, has generally levelled off since 1971 with the trend being toward larger farms to meet "economies of scale". Economies of scale are achieved in two ways; (1) because large producers can use their machinery more efficiently and can save by taking advantage of opportunities not available to smaller producers, and (2) because large-scale operations often get volume discounts on feed, fuel, fertilizer and machinery.

Table 5 gives the total number of farms in the R.M. of Ste. Anne and Manitoba for the years 1971, 1976, 1981 and 1986 and a breakdown by size. It should be noted that the definition of a "census farm" varied in three of the four census years given. In 1971 the definition was "farms reporting a value of agricultural products sold of $50 or more". In 1976 this figure was increased to $1200 and in 1981 and 1986 it was reduced to $250. Therefore, for analysis purposes, the 1976 figures are generally not given much weight. Both the local municipality and the province show similar trends with medium-sized farms being the norm and the highest number of farms falling into the 70-399 acre range. The R.M. of Ste. Anne has very few legitimate farms under 10 acres or over 1600 acres. This is probably due to the mixed farming nature of the municipality with some farms exclusively confined to grains and having very large acreages and others with some types of livestock requiring smaller acreages. In the R.M. of Ste. Anne, generally 40% of the farms have fallen into the 70-239 acre category over the 15 year period and approximately 75% are between the 10-399 acre size.

Table 5: Farms Classified by Size of Farm, R.M. of Ste. Anne

	1971* Number		1976 Number		1981 Number		1986 Number	
	Manitoba	Ste. Anne	Manitoba	Ste. Anne	Manitoba	Ste. Anne	Manitoba	Ste. Anne
Total Number of Farms	34981	264	32104	203	29442	220	27336	212
Under 10 acres	678	10	595	4	773	8	766	10
10-69 acres	1713	20	1848	18	1832	39	1710	37
70-239	6391	111	5661	72	5389	89	4881	76
240-399	7739	62	6189	62	4975	41	4270	41
400-559	6066	36	5088	20	4113	19	3429	20
560-759	4979	15	4604	12	3875	9	3484	10
760-1119	4381	10	4514	13	4203	9	3914	9
1120-1599	1910	-	2134	2	2352	4	2493	5
1600-2239	653	-	841	-	1123	2	1293	3
2240-2879	207	-	289	-	387	-	537	1
2880+	264	-	341	-	420	-	559	1

*R.M. of Ste. Anne part of C.D. No. 1 in 1971, part of C.D. No. 2 after 1971.

Source: Manitoba Agricultural Census, Statistics Canada

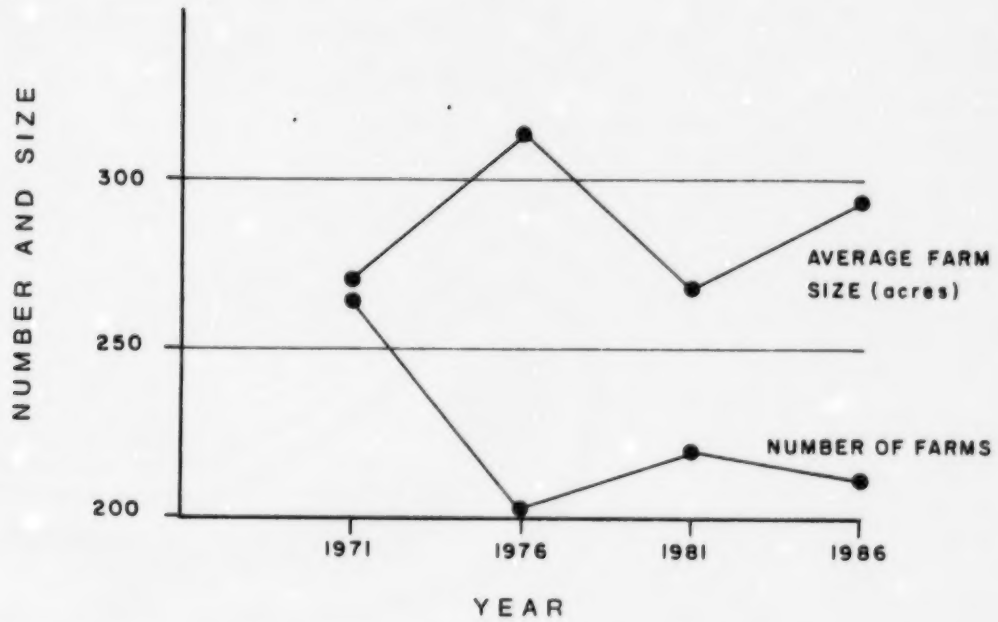


FIGURE 4 NUMBER OF FARMS AND AVERAGE FARM SIZE

SOURCE: STATISTICS CANADA

The R.M. of Ste. Anne makes up some 464.47 square kilometres in area or approximately 114,784 acres. The following table (Table 6) shows the amount of land occupied by farms and the breakdown into improved and unimproved acreages for 1971, 1976, 1981 and 1986.

Table 6: Farm Land in Use, Acres

	1971	1976	1981	1986
Total Farm land	71,621	63,589	58,901	62,372
Improved	47,824	46,915	44,067	46,556
Unimproved	23,797	16,674	14,834	15,816

Source: Manitoba Agriculture Census, Statistics Canada

In 1986, 40,731 acres of the improved lands were under crops with the remainder as improved pasture, summer fallow and other improved lands. The "improved lands" category includes such uses as home gardens, farm lanes and roads and areas of cultivated lands that were lying idle being neither summer-fallowed or cropped, and areas of newly broken land which had not yet been seeded as at the time of census-taking. Unimproved land includes woodland and areas of native pasture or hay land that have not been cultivated, brush pasture, grazing or waste land, sloughs, marshes and rocky land. The total amount of land reported in farms has generally declined in Ste. Anne with the improved and unimproved proportions generally remaining stable. The loss of farmland must be attributed to the increase in non-farm population which has grown by 52% over the 15 year study period and the decline in the number of farms from 264 in 1971 to 212 in 1986.

Of the improved land under-crops, it appears that wheat, barley and hay were the grains planted in the highest acreages. (See Table 7) Barley, flax and rapeseed have gained popularity over the past 15 years with oats dropping off from almost 8000 acres in 1971 to only 750 in 1986. Cropping practices tend to change as a result of grain price fluctuations from year to year. Fodder crops, rye and buckwheat are maintained in only very small total acreages in the R.M. of Ste. Anne.

Livestock production is an important part of the agricultural industry in the R.M. of Ste. Anne as the majority of lands in the municipality are composed of lower class soils which can easily support livestock farming but not extensive grain farming. Table 8 provides an indication of the changes in the number of livestock for the years 1961, 1971, 1976, 1981 and 1986. The growth in the livestock industry, especially in hogs, has also been documented in the Department of Agriculture report supplementary to this background study. They state that hog numbers have increased by 658% over the 25 year period with even more units being added since 1986. Dairy cattle have steadily increased in numbers and currently make up about 20% of all the farms in the municipality. Poultry production doubled between 1961 and 1971 then slightly declined overall to 1986. Other data* indicate that livestock and poultry production combined account for 72% of the farms in Ste. Anne which signifies the importance of livestock to the agricultural economy of this area.

It should also be mentioned, that in addition to the livestock statistics given in Table 8, in 1986 there were 41,332 turkeys on 8 farms in Ste. Anne, 105 "other poultry" on 8 farms, and 196 sheep and lambs on 9 farms. This covers the remainder of livestock farms in the municipality.

*Number of Farms Typed by Product Type for Sales of $2500 or more, Statistics Canada.

Table 7: Area Seeded or to be Seeded for Harvest - Grains (Acres)

	1971	1976	1981	1986
Wheat	9199	13114	11058	12742
Oats	7894	4154	2125	749
Barley	5061	6188	7905	10282
Mixed Grains	3953	4027	3028	1614
Corn	N/A	55	1029	195
Rye	-	40	20	-
Buckwheat	N/A	N/A	-	10
Flaxseed	619	604	93	1733
Soybeans	N/A	N/A	11	-
Sunflowers	N/A	N/A	162	-
Rapeseed (Canola)	159	-	77	1178
Mustard Seed	N/A	N/A	-	-
Corn for Silage	46	234	892	940
Hay	10410	11655	10179	10267
Oats for Hay	249	95	470	328
Other Fodder Crops	N/A	N/A	170	300(Barley)
Potatoes	178	83	127	-
Tobacco	N/A	N/A		-
Sugar Beets	N/A	N/A	250	-
Field Peas	N/A	N/A	40	-
Field Beans	N/A	N/A	-	-
Total Other Crops	N/A	N/A	15	-

N/A means not available by this census.

Source: Manitoba Agriculture Census, Statistics Canada

Table 8: Livestock and Poultry Production (Numbers)

	1961	1971	1976	1981	1986
Dairy cattle	2411	2264	2349	3196	3330
Beef Cattle	2413	3356	4938	3424	4265
Hogs	2639	19759	18859	26663	43751
Poultry (Hens and chickens)	148999	321277	253602	319700	292701

Source: Manitoba Agriculture Census, Statistics Canada

Livestock operations are concentrated in the northwest and southwest portions of the municipality with some scattered operations in the east and a few beef farms along Dawson Road and north of the Trans-Canada Highway (See Map 4). The intensive livestock category includes hog, chicken and turkey farms. Some councillors have expressed concern about the location of dairy farms along the Seine River especially with respect to manure disposal and possible inflitration of pollutants into riverbank soils and eventually into the waterway. Contrary to expectations, distribution of livestock appears to have occurred on some of the best agricultural soils in the municipality and not on lower class lands in the eastern sections. The only Class 2 soils in the western portion of the municipality currently un-occupied by livestock operations are those under the river lot system near the Village of Ste. Anne with the exception of a few farms along Dawson Road.

3. Subdivision Activity

This section of the report will provide an indication of the number of subdivision applications received, the type of lots of approved, the existing property ownership fragmentation and the locational distribution of subdivisions in the R.M. of Ste. Anne. Subdivision activity statistics are a good source of information in determining the supply and demand of residential lots and high activity areas.

Between 1976, when the original Planning Act was legislated, and 1988, the R.M. of Ste. Anne received 454 applications for subdivision. The number received per year is shown in Table 9 with highs evident in 1976-1977, lower levels between 1978 and 1984 and comparatively moderate levels from 1985 to 1988.

Table 9: Number of Subdivision Applications Received, 1976-1988, R.M. of Ste. Anne

Year	Number Received	Year	Number Received
1976	61	1982	15
1977	72	1983	23
1978	44	1984	14
1979	49	1985	30
1980	28	1986	31
1981	35	1987	29
		1988	23

Total = 454 applications

Source: Municipal Planning Branch, Province of Manitoba

Figures after 1986 may not provide an accurate indication of the demand for lots as the subdivision approving authority placed a temporary "freeze" on the subdivision of rural residential lots in the municipality around the middle of 1986. Table 9 shows a decline in the number of applications received after 1986 which may be as a result of people not submitting applications thinking that they would not be approved. It is difficult to judge whether the decision of the approving authority had an effect on the numbers of applications received but there was a feeling among some developers that it was fruitless to submit an application for rural residential lots, that, in all likelihood, would be rejected. The reason for the approving authority's rejection of many applications and the placement of a temporary freeze on rural residential subdivisions was based on the proliferation of scattered rural residential lots occurring in the absence of appropriate land use planning policies.

As one of the municipalities in the southeastern region of Manitoba, the R.M. of Ste. Anne can be said to have a relatively high subdivision activity level as shown in Table 10. It appears that the rural municipalities closest to the City of Winnipeg have the highest numbers of applications for subdivision.

Table 10: Number of Subdivision Applications Received, Southeastern Manitoba, 1988

Municipality or L.G.D.	Number Received
Hanover	66
Tache	35
Ste. Anne	23
Franklin	7
Piney	9
Stuartburn	3
De Salaberry	23
La Broquerie	19
Springfield	36
Reynolds	10

Source: Municipal Planning Branch,
Province of Manitoba

Approved subdivision applications in the R.M. of Ste. Anne between 1976 and 1987 have resulted in a number of new lots being created. Table 11 shows the breakdown by type of lot created. The following definitions apply to the land use types for this table:

Urban Residential - in an established settlement centre, hamlet, or village

Rural Residential - non-farm residential development outside existing urban centres

Farm Residential - farm related residential splits for the purpose of allowing a retiring farmer to retain the homestead, or to provide a site for a residence for individuals associated with a farm operation, or to dispose of a surplus existing farmstead

Agricultural - large lot subdivisions for agricultural purposes, or hobby farms, or livestock operations (specialized agriculture)

Commercial - lots for highway commercial, agro-commercial or other small business pursuits

Other - includes recreational and institutional developments

Consolidations - subdivisions involving the re-location of existing property boundaries where no new lots are created.

Table 11: Number of Lots Approved, 1976-1987

Urban Residential	96
Rural Residential	340*
Farm Residential	28
Agricultural	43
Commercial	5
Other	10
Consolidations	56

*plus 31 Bare Land Condominium Units

Source: Municipal Planning Branch, Province of Manitoba

It should be noted that the figures in the above table do not include all of the subdivision applications received. This is because not all of the applications were approved and some have not yet been completed. The "rural residential" category does not include 31 bare land condominium units which were approved in the Lake Riviera area.

Analysis of this data indicates that the highest number of subdivisions are being requested for "rural residential" purposes. Many of the applications involved one or two lot proposals with only a few being over 15 lots. Consolidations made up a significant number of subdivisions at 56. They do not by their nature, create any new lots but only adjust existing lot lines or they may sometimes be requested to enlarge existing holdings. In the "urban residential" category, 96 new lots were approved, 69 of which were located in one subdivision in Richer. The remainder were scattered throughout Giroux, Greenland, and other parts of Richer. The "other" category includes some recreational lots, churches and other institutional uses.

Discrepancies between supply and demand for building lots is usually determined by reviewing past subdivision activity and correlating it with the number of building permits issued. However, in this case, the data on subdivisions is not a true indication of activity as not all of the applications received during the study period have been completed, some were approved but never registered, and some were not approved. Also, the municipality does not keep any records of building activity and does not issue building permits. Therefore, it is difficult to calculate how many of the subdivided lots have been built upon and how many remain vacant.

Subdivision activity in the municipality generally results in a fragmentation of the rural land base into small parcels which may be uneconomical to farm and which may be later developed for residential use. While providing an increased tax base, non-farm development may have an overall negative impact on agriculture in the municipality and cause a decline in the resource base available to the industry. Fragmentation by parcel size is shown on Map 5. This information was collected from the assessment rolls and shows the number of parcels in a particular size category by township on the bar graphs. (The river lots have been separated as one area).

The highest number of small parcels (0-9.9 acres) appears to occur in Township 8-7E.P.M. in the north-central portion of the municipality. This is probably the result of building and subdivision activity along Dawson Road, and mass subdivision of lots in Sections 16 and 27 prior to the coming into force of The Planning Act in 1976.

The other townships appear to have a significant number of small parcels with the exception of the southeast corner of the municipality in Township 7-8 E.P.M.. Township 7-8E.P.M., however, has the highest number of parcels 80 acres and over probably because the majority of the land is held by the Crown mostly as full 1/4 sections. The existence of small lots is minimal in the southeast. The northeastern township (Township 8-8E.P.M.) follows a similar fragmentation pattern as the southeast with some small parcels found adjacent to the U.V.D. of Richer and an abundance of parcels 80 acres and over. Crown land accounts for some of this area.

The river lots in the Parish of Ste. Anne (excluding the village) appear to contain mostly small lots with the remainder being distributed almost evenly across the remaining size categories.

Township 8-6E.P.M. at the northwestern end of the municipality contains some small parcels in Sections 1 and 2, and in Greenland which does not have the status as an urban centre. Thus the lots which make up the settlement centre of Greenland have been included in the rural totals. As this portion of Ste. Anne is generally characterized by farming, parcel sizes tend to be larger with many falling into the 40-79.9 acre category. The township also contains over 50 parcels 80 acres and larger.

The southwestern portion of the municipality in Township 7-7E.P.M. is probably the area which contains the greatest mix of parcel sizes. Over 100 parcels fall into the 0-9.9 acre category, some of which are in Giroux, and others are as a result of the rural residential subdivision activity in the area. On the other end of the scale, almost 150 parcels are 80 acres or more as the east side of this township is held in relatively large acreages. In the middle of the graph, there are more parcels in the 10-39.9 acre group than in the 40-79.9 acre group possibly indicating that moderately large parcels of 50,60 and 70 acres are being broken down into smaller acreages. An historical analysis of the change in the amount of parcels in a particular category may be able to prove this point.

4. Rural Residential Development

From a land use perspective, the biggest threat to achieving the goal of protecting the agricultural industry in the R.M. of Ste. Anne is the pressure for rural residential development. The increase in demand for rural residential lots in the municipality presented in the previous section is a result of the proximity to the City of Winnipeg, easy highway access to and from the city, a trend toward the desire for country living, relief from what is perceived as high taxes, and the fragmentation of land in small parcels to allow family members to live near their parents. Rural residential development is a desirable alternative to urban residential living for those people who want to maintain a closeness to their workplace in a nearby town yet enjoy the aspects of a country lifestyle. It can be accomodated in a positive way in the rural areas if it is planned properly and does not conflict with adjacent existing or proposed uses in an area.

Map 6: Total Farm/Non-Farm Residences provides a breakdown of the number of farm and non-farm residences in the R.M. of Ste. Anne by township with the river lots being considered as one township area. This data was collected from the assessment rolls (December, 1987) which divide residences generally as either non-farm (Code 3) or farm (Code 4) based on the use of the land. The area having the highest percentage of farm residences, which can in turn be said to be "farms" is Township 7-8E.P.M. in the southeast corner of the municipality. Only 20% of this township is judged to be non-farm according to the generalized definition. Just to the west in Township 7-7E.P.M. currently 62% of the residences are called farm. This is an area where there is a substantial monetary investment in livestock and it has been receiving pressure for rural non-farm development.

The river lots, Township 8-7E.P.M. and Township 8-8E.P.M. have proportions of farm residences which are about 1/3 of the total residences in the respective areas meaning that these areas have already undergone the shift toward having more rural residential development than farm development. This is especially evident around the fringe of the Village of Ste. Anne, along both sides of Dawson Road east and west of the village, and along the Trans Canade Highway near Richer. Some of these township areas, however, are unsuitable for agricultural production and may be better suited for rural residential and other non-farm pursuits.

In the R.M. of Ste. Anne, patterns of rural residential development have emerged where:

- concentrations have arisen near livestock operations which may restrict future expansion of agricultural enterprises
- continued development is taking good agricultural land out of production
- strip development has been occurring along Dawson Road and is becoming the norm in the area
- numerous septic field sewage disposal systems in one area may cause pollution of surface and/or groundwater supplies
- groups rural residents may request extension of urban services and upgrading or roads at the expense of the municipality
- demand for small rural non-farm lots is evident in the area closest to the Town of Steinbach where there is a large number of livestock operations and existing aggregate extraction underway.
- it may be more costly for the municipality to cover police and fire-fighting expenses for outlying sites
- supply of vacant lots may be exceeding demand for building sites
- there is an absense of demand for rural non-farm sites in the northwest and southeast part of the municipality
- single lots are being requested in areas which are poorly drained

The key to the planning of rural residential areas is that they should be properly located so as not to interfere with resource-related industries and activities including agriculture, avoid unnecessary costs to the municipality with respect to the provision of utility, institutional, transportation, police and fire, and health and recreation services, and provide an alternative to an urban lifestyle without occurring in such a manner as to become urban in nature. In dealing with the rural residential section during the Development Plan negotiations, there are certain limitations to the siting of rural residential areas which should be considered. Each of the constraints is discussed separately below:

1. Water Supply

The Department of Natural Resources, Province of Manitoba in their report entitled "Planning Report on Natural Resources" has indicated that the municipality of Ste. Anne has an adequate supply of groundwater available in aquifers for present requirements and some future development. However, numerous areas exist where sand and gravel deposits containing aquifers are near groundlevel. These are highly susceptible to pollution from surface land uses and are referred to as groundwater pollution hazard areas. Their location is shown on Map 7. Any type of development which may have a detrimental impact on the quality of the groundwater supply in the R.M. of Ste. Anne should be restricted in groundwater pollution hazard areas. This includes residential development even in low densities and the associated construction of wells and private sewage disposal systems.

On the other hand, the siting of rural residential developments should ensure that an adequate supply of potable (drinking) water is readily available. The necessity for hauling of water should be avoided.

2. Sewage Disposal

Rural residential lots should be of sufficient size to accomodate the proper functioning of a private sewage disposal system (without being wasteful of agricultural land) and be spaced far enough apart to prevent any adverse effects of an agglomeration of a large number of small lots.

In some areas, the accumulation of a few septic fields, may cause pollution of the groundwater supply and adjacent private wells.

3. Primary Resource Areas

Primary resource activities and industries include agriculture, mining and forestry. Areas should not be designated for rural residential development where the use would conflict with agricultural operations, aggregate and gravel resource extraction operations or major forest clearing enterprises. Conflicts with agriculture will be discussed later regarding livestock operations but the main concern in this section is aggregate resource areas. Although most of the valuable aggregate has already been removed from the municipality, some small bands of sand and gravel are still evident in a few areas.

The Mines Branch in their report entitled "Aggregate Resources in the R.M. of Ste. Anne", has assigned a recommended development status to each significant aggregate deposit based on the quality and amount of resource in the deposit, the present and past use of the resource, location, the objectives for pit and quarry operation, local development pressure, and mineral ownership. These statuses are shown on Map 8. The "best" deposits appear to be in four locations: (1) in the southwestern portion of the municipality southwest of Giroux; (2) south of the village of Ste. Anne and between P.T.H. #12 and P.R. #210; (3) north of T.C.H #1, in the vicinity of the Vermette gravel operation; and (4) in the northeast corner of the municipality on the boundary of the R.M. of Tache. These four deposits have been given a "stop" development status which indicates a valuable deposit upon which no conflicting surface land uses should be permitted until the resource has been mined to depletion. A "caution" development status indicates a deposit whose full potential has not been proven or whose quality is not high but has been recognized as being potentially valuable to the region. "Go" development status is assigned to those deposits which are depleted or of low quality.

Designations for rural non-farm development should not overlay areas recognized as stop or caution areas on the map.

4. Surface Drainage

The only major natural waterway which passes through the municipality is the Seine River which had been prone to flooding prior to the construction of the Seine River Diversion. The impact of the flooding hazard has now been significantly reduced and is assisted by the network of both natural and man-made drains. (These are shown in the Department of Natural Resources report supplementary to this document on their Map 4: Surface Drainage Systems). Natural Resources has indicated, however, that there are many areas in the municipality which are poorly drained and would require major expenditures before intensive residential development could occur. The Cooks Creek Conservation District, which covers a small part of the R.M. of Ste. Anne, is also concerned with residential flood protection and agricultural land drainage. They recommend that subdivisions and new residential development avoid flood-prone lands and areas with high water tables. The Municipal Planning Branch concurs with their recommendation. We suggest that the municipality carefully consider drainage as one of the issues important in deciding upon the best areas to locate rural non-farm sites.

5. Proximity to Livestock Operations

It has become common knowledge that rural non-farm residents and livestock operations sometimes do not make good neighbours. The problems are that:

- livestock operations give off offensive odors from spreading of manure or cleaning of barns
- rural residents may object to any increases in the number of livestock kept or an expansion of the operation
- livestock operations are a legitimate agricultural enterprise which requires a rural setting and compete with rural non-farm development for scarce land reurces
- both livestock operations and rural non-farm development are best located on poor quality agricultural lands (C.L.I. Class 4-6).

In order to minimize the conflicts between the two competing uses, rural residential areas should be designated in those areas which are not intensively developed with livestock uses. An appropriate buffer area should be maintained around each individual livestock operation where no single rural residential site would be allowed, with the exception of lots for farm-related purposes.

6. Transportation Network

In order to minimize costs to the municipality for road building, new individual rural residential lots should be located along the existing road network or in areas where a logical extension of the local roads could be accomodated in the most economical manner. Where large-scale subdivision of lots is anticipated, the developer shall be requested to supply an internal road system design which efficiently connects to the existing transportation network and provides a system of roadways and intersections which are deemed safe and convenient for drivers.

D. SETTLEMENT CENTRES

The R.M. of Ste. Anne contains three established settlement centres: the U.V.D. of Richer, and the hamlets of Giroux and Greenland. (The Village of Ste. Anne is excluded from this study). The Lake Riviera area along Dawson Road has also become densely populated but does not have historical significance as a recognized place and does not resemble a settlement centre with respect to the complexity of land uses required to be called a hamlet. The following discussion will provide an overview of the land use patterns in each centre, community facilities, municipal services, and future growth potential.

1. U.V.D. of Richer

The Unincorporated Village District of Richer is the largest urban centre under the jurisdiction of the R.M. of Ste. Anne. It is centred on the intersection of P.R. #302 and Dawson Road (P.R. #207) where a few commercial enterprises have been established. The village was given U.V.D. status in 1987 and a year later was surveyed to contain approximately 133 dwelling units. Assuming that there is an average of 3.5 persons occupying each unit, the estimated population of Richer is 465 persons. Richer exhibits a wide mix of urban land uses with all of the major land use categories represented. Manitoba Housing and Renewal Corporation has built 4 two-family dwellings on the south side of the village. The new 67 lot subdivision in the northern part has not yet filled up with about 50 lots still vacant. Some of them are being bought in pairs to provide larger lots with more buildable area. The area is nicely treed which provides some privacy. As the northern boundary of the village is the Trans-Canada Highway, appropriate highway commercial uses have been set up here. They include those types of businesses which cater well to the travelling public, for example, the hotel, restaurant and gas stations. Richer also has a community park known as Dawson Trail Park which is owned by the municipality and to which they give a grant on demand under the discretion of the ward councillor. The village has its own fire hall and volunteer fire department with an underground water storage tank and 1 tanker truck situated in the area. A few industrial uses are also in existence, one of them being a concrete redi-mix plant on the southwest side.

Richer appears to have plenty of land for residential expansion purposes and discussions are currently underway for the installation of a piped sewer system.

2. Giroux

The dominant land use in Giroux is residential and the small hamlet currently contains about 26 residences, a post office, store, community hall and park area. The community is situated at the junction of P.R. #210 and #311 and is traversed by the Canadian National Railway. The residential component is very compact and Giroux probably functions mainly as a dormitory settlement for the nearby urban areas of Steinbach and the Village of Ste. Anne. The community hall is managed by a local committee and runs self-sufficiently with no assistance from the rural municipality.

3. Greenland

The settlement centre of Greenland consists of 11 residences, a church and a school and is situated at the intersection of two government road allowances in Sections 8 and 9, 8-6E.P.M.. Residential development has generally followed a strip pattern along the E-W road with one cul-de-sac being introduced north and parallel. Greenland has historically been a Holdeman community and there is very little building or subdivision activity in the area. Future expansion will probably occur to the north as long as there are no conflicts with adjacent livestock operations.

E. MUNICIPAL FINANCE

Preparation of a Development Plan for a municipality would not be complete without a discussion on the feasibility of the municipality to accomodate future financial commitments in terms of servicing extensions, infrastructure replacement upgrading and equipment maintenance and purchasing. In a Development Plan, certain areas are designated for future growth where major municipal expenditures may be required. In other cases, a gradual increase in population may result in a need for increased road maintenance, dust control, police patrols or snow removal, to name a few. The municipality must be prepared and equipped to pay for this. Consideration should be given to the economic and cost-efficient provision of all municipal services including schools, hydro, telephone, pipelines, highways, airports, police, fire protection, health care and recreational facilities.

Municipalities cover their expenditures from revenues obtained through taxation, government grants and other miscellaneous sources. The tax base is dependent upon a combination of the mill rate and the assessment base. Higher revenues can be obtained by raising the mill rate or by having increases in the assessment base. These latter increases would result from inflation or by additions to the assessment rolls. Table 12 provides an historical representation of the assessment bases and taxation rates for the R.M. of Ste. Anne for the years 1971, 1976, 1981 and 1986.

The table shows that both land and building assessment steadily increased since 1971. In fact, the building assessment increased dramatically between 1976 and 1981 from $986,000 to over $3 million as a result of a 1977 re-assessment. In the next 5 years it increased by another million dollars. Total taxable assessment is the figure which provides an economic indicator of the ability of the municipality to generate taxes. It is the sum of land, building, and personal property assessments. In Ste. Anne, total taxable assessment has also increased over the study period, consistent with the increases in its component parts.

Taxation rates have fluctuated over the period with a difference of about 20 mills between the Seine River and Hanover School Division areas for 1971 and 1976 which was later reduced to 10 mills for 1981 and 1986. Property in the Seine River S.D. area is taxed at a higher rate than in the Hanover S.D. area. Commercial taxation rates follow a similar pattern. The "general municipal" mill rate went up moderately from 1971-1981 when it reached a level of 34.8 mills then dropped off slightly to 33.5 mills in 1986. The business tax started off at 10% in 1971 then was reduced by half in 1981 and stood at only 1% in 1986.

Table 12:

Assessment Bases*

($000)

	1971	1976	1981	1986
Land Assessment	2,015	2,272	3,603	3,827
Building Assessment	577	986	3,444	4,312
Personal Property Assessment	6	29	12	14
Total Taxable Assessment	2,598	3,287	7,060	8,152
Business Assessment	11	18	57	74
Value of Exemptions	993	1,166	3,258	3,785
Equalized Assessment	2,566	3,199	5,977	6,922

Taxation Rates**

(mills)

	1971	1976	1981	1986
Farm/Residential School				
Seine River S.D.	44.0	80.4	65.4	87.6
Hanover S.D.	26.4	64.2	58.4	71.8
Commercial - Seine River S.D.	69.2	110.8	104.4	126.4
- Hanover S.D.	51.6	94.6	97.4	110.6
General Municipal (excluding special levies)	21.0	26.6	34.8	33.5
Business Tax (%)	10	10	5	1

*Source: Statistical Information, Municipal Affairs, Province of Manitoba
**Source: R.M. of Ste. Anne

Tables 13 and 14 show the general revenues and expenditures for the rural municipality for the years 1971, 1976, 1981 and 1986. Obviously the majority of revenues are obtained through taxation with (in 1986) approximately only 11% obtained through government contributions. Revenues from taxation have increased over the period in line with the increases in the assessment base. Government contributions have also increased with most being attributable to increased tax-sharing payments which went up from $19,000 in 1971 to $94,000 in 1986.

Table 13: General Operating Fund (Revenue)
(Year End)

	($000)			
	1971	1976	1981	1986
Taxation				
Schools	110	269	479	720
Other Government	-	-	-	4
Debt Charges	.6	-	-	-
General Municipal	54	102	286	273
Special Levies	22	10	9	70
Business Tax	1	2	3	.7
TOTAL	188	384	777	1,067
Government Contributions				
Grants-in-lieu	.5	1	4	8
Tax-sharing Payments	19	51	59	94
Conditional Grants	14	7	17	20
TOTAL	33.5	59	80	122
Other Revenues	10.5	49	80	110
TOTAL REVENUE	232	492	938	1,299

Source: Statistical Information, Municipal Affairs, Province of Manitoba

Table 14: General Operating Fund (Expenditure)
(Year Ended)

	($000)			
	1971	1976	1981	1986
Education	110	269	475	723
Fiscal	11	12	44	55
General Government	37	66	120	183
Protective (Fire)	1	16	24	34
Transportation	39	115	134	353
Environmental Health	.5	5	4	12
Public Health	8	-	-	4
Social Welfare	.3	.8	1	8
Environmental Planning and Economic Development	13	16	17	25
Recreation and Culture	-	-	8	25
TOTAL EXPENDITURE	220	497	828	1,421

Source: Statistical Information, Municipal Affairs, Province of Manitoba

Table 15: Capital Debt

	($000)			
	1971	1976	1981	1986
Administration	-	-	-	-
Protection	-	-	-	-
Transportation	-	-	-	-
Water and Sewer	-	-	-	-
Social Services	-	-	-	-
Recreation and Culture	-	-	-	-
Total Debentures				
Unmatured	-	-	-	-
Deferred Liabilities	.7	-	-	-
TOTAL CAPITAL DEBT	.7	-	-	-
30% of Equalized Assessment	[illegible]	[illegible]	[illegible]	[illegible]
Debt Ratio (%)	N/A	N/A	N/A	N/A

Source: Statistical Information, Municipal Affairs, Province of Manitoba

Over half of the municipality's expenditures occur under the category of education with another 38% on general government and transportation. Overall expenditures have steadily increased over the study period from $22,000 in 1971 to almost $1.5 million in 1986. According to Table 15, the R.M. of Ste. Anne has had no capital debt over the period and has been able to meet its financial commitments out of the operating reserve funds. Generally, the R.M. of Ste. Anne can be said to be in a very good financial position.

APPENDICES

APPENDIX "A"

LEGEND:	SOIL CAPABILITY FOR AGRICULTURE
Class 1	No Signficicant Limitations For Crop Production
Class 2	Moderate Limitations That Restrict The Range Of Crops
Class 3	Moderately Severe Limitations That Restrict The Range Of Crops
Class 4	Severe Limitations That Restrict The Range Of Crops
Class 5	Very Severe Limitations That Restrict Their Capability For Producing Perennial Forage Crops, And Improvements Practices Are Feasible
Class 6	Capable Only Of Producing Perennial Forage Crops, And Improvement Practices Are Not Feasible
Subclass P	STONINESS- stones interfere with tillage, planting and harvesting
Subclass S	ADVERSE SOIL CHARACTERISTICS - one or more of the following: undesirable structure, low permeability, a restricted rooting zone because of soil characteristics, low natural fertility, low moisture holding capacity, salinity
Subclass T	ADVERSE TOPOGRAPHY - either steepness or the pattern of slopes limits agricultural use
Subclass W	EXCESS WATER- excess water other than from flooding limits use for agriculture. The excess water may be due to poor drainage, a high water table, seepage or runoff from surrounding areas
Subclass X	Two Or More Adverse Characteristics Which Singly Are Not Serious Enough To Affect The Class Rating.

Note: Large numerals denote capability classes.
Small numerals placed after a class numeral give the approximate proportion of the class out of a total of 10

Letters placed after class numerals denote the subclasses, i.e. limitations

Eg. $2^{7}_{x}\ 3^{3}_{s}$

MAPS NOT FILMED

CARTES OMISES